



# UNITED STATES- COLOMBIA GROWTH INITIATIVE

## Executive Summary

A Bilateral Investment  
Initiative to Advance Rural  
Development and Realize a  
Drug Free Colombia

Working Document

An investment initiative for a **DRUG FREE** Colombia

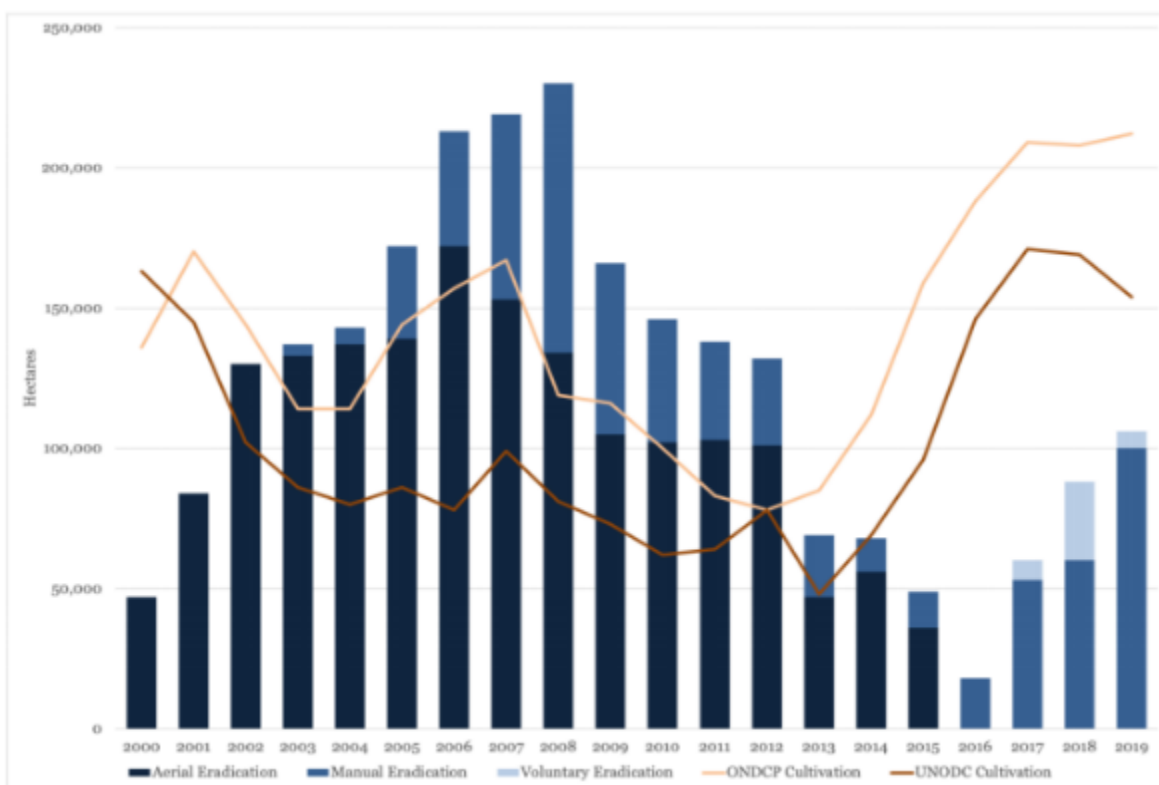




## Foreword

The entire coca crop earns Colombian farmers less than US\$1 billion in revenue per year in total, with coca cultivation spanning 212,000 hectares in 2019.<sup>(1)(2)</sup> The United States government spends billions of its nearly US\$ 35 billion drug control budget addressing cocaine-related enforcement and response.<sup>(3)</sup> This status quo is untenable and the U.S.-Colombia Growth Initiative is a bi-partisan approach based on a vision of a drug-free Colombia.

### Coca Eradication in Colombia, 2000-2019



Source: UNODC and ONDCP data; chart from Western Hemisphere Drug Policy Commission December 2020 Report.

To alter this destructive course, on August 18, 2020, Colombia and the United States announced the launch of the “United States-Colombia Growth Initiative” (USCGI). In order to make true and lasting change, the USCGI is intended to dramatically reduce the flow of cocaine to the United States, building on traditional drug interdiction, security, and assistance with a private sector-led model of sustainable economic growth and alternative development programs. The plan focuses on five strategic pillars, each of which is critical to drug eradication and sustainable investment in rural Colombia.



**Pillar 1. Voluntary Substitution and Integrated Rural Development:** Providing new economic opportunities to rural farmers outside of illicit drug production.

**Pillar 2. Transport Infrastructure:** Facilitating access to markets, increasing state presence, improving policing, and allowing access to services. Without effective transport options, crop substitution cannot succeed.

**Pillar 3. Rural Security & Defense:** Creating a multidimensional security plan to complement civilian development efforts.

**Pillar 4. Rule of Law:** Focusing on government presence, property rights, dismantling criminal organizations, reducing drug supply and demand, combating money laundering, and contributing to alternative economic opportunity in coca growing areas.

**Pillar 5. Strategic Communications:** Amplifying critical messages through community-level engagements to build confidence between the Colombian government and rural Colombians.

Implementing this multi-sectoral investment initiative will unleash economic potential, develop human capital, and strengthen security and rule of law. The investment requirement for this private sector driven, bilateral initiative is estimated to be roughly US\$ 19 billion over the next 13 years, with most of the funding needed in the first three years of the plan.

Colombian and U.S. leaders of the USCGI will identify funding sources for each pillar, giving consideration to a combination of government and private sector investment. U.S. agencies will also align current Colombia programmatic funding, where applicable and as explained throughout this document, to meet USCGI efforts. Strong institutions are needed to reorient and align countries' budgetary efforts with this initiative. Implementation of the USCGI will require a systematic, fully integrated, and phased approach across all five pillars covering all 120 of the identified Colombian municipalities.

Fully implementing this plan will not be easy. It will require increased resources from the U.S. Congress and the Colombian government. This document serves as an overview of the critical programs that can make the USCGI a success. Through American leadership, a close partnership with the Colombian government, and an innovative new approach towards this issue, we now have the opportunity to implement a more durable solution to end the damage caused by cocaine. If fully resourced and successfully executed, the **USCGI WILL DELIVER A DRUG FREE COLOMBIA.**

## HIGH-LEVEL GOALS

# USCGI Milestones



Deliver a Drug Free Colombia



Provide New Licit Employment Opportunities to 248,000+ Families in Rural Colombia



Construct or Improve 14,000+ Kilometers of Tertiary Roads



Assist 72,000+ Families Obtain Land Ownership



Create 25,000+ New Direct Job Opportunities



Recover 16,000+ Hectares of Land Deforested by Illicit Crops

# **STRATEGIC PILLARS**

## **PILLAR 1. Voluntary Substitution & Integrated Rural Development**

### **I. ALTERNATIVE CROP PRODUCTION**

- a. Technical Assistance
- b. Crop Identification
- c. Program Support

### **II. ADVANCED PAYMENTS & PRODUCTIVE INFRASTRUCTURE**

- a. DFC and Bancoldex Financing
- b. Partnerships with Colombian  
Agriculture Off-Takers

### **III. LAND TITLING**

- a. Land for Prosperity
- b. Colombian National Land Agency  
Support

## **PILLAR 2. Transport Infrastructure**

### **I. TERTIARY ROAD DEVELOPMENT**

- a. DFC and Findeter Financing
- b. Road Improvement Support

## **PILLAR 3. Rural Security & Law Enforcement**

### **I. MULTIDIMENSIONAL SECURITY PLAN**

- a. Support for Rural Leaders
- b. Expanded Colombian Police  
Services
- c. Economic Empowerment

## **PILLAR 4. Rule of Law**

### **I. INCREASING STATE PRESENCE**

- a. Expanded Colombian Investigative  
Capabilities
- b. Judicial Support Programs
- c. Dispute Resolution Mechanisms
- d. New Center Against the Finances of  
Criminal Organizations

## **PILLAR 5. Strategic Communications**

### **I. AMPLIFYING CRITICAL MESSAGES**

- a. Generate Solidarity
- b. Mitigate Criticism Pushed by Gangs  
and Drug Cartels
- c. Generational Impact

PILLAR ONE  
**Voluntary Substitution & Integrated  
Rural Development**





## Providing legal economic opportunities for rural Colombians is critical to address the challenge of high levels of coca cultivation.

**F**or decades, rural Colombia has suffered from the effects of longstanding socio-economic disparities compounded by more than 50 years of internal conflict. To transition these communities toward more sustainable economic development will require the Colombian Government to invest in transport infrastructure, expand the presence and performance of the state, and drive greater investment into these areas. Improving livelihoods by encouraging a diversified rural economy is a long-term and challenging endeavor, one that will take extraordinary commitment from the Government of Colombia, the private sector, and civil society.

The first strategic action to ensure alternative sources of revenue are available is supporting **ALTERNATIVE CROP PRODUCTION**. For many Colombian rural residents, the most profitable source of income is growing the coca used to produce up to 90% of cocaine seized in the United States (according to the United States Drug Enforcement Administration's 2019 National Drug Threat Assessment). With no equally profitable alternative, hundreds of thousands of Colombian families in rural parts of the country rely on coca production as their primary income source. Pressure, presence, and control of domestic and transnational criminal organizations exacerbate the situation. Providing for alternative and sustainable licit crop production will allow rural families to voluntarily move away from coca production and into the legal economy.

The second strategic action is to **PROVIDE ADVANCE PAYMENTS AND PRODUCTIVE INFRASTRUCTURE**. An average-sized coca plot provides roughly \$3,500 a year in income, \$460 above the official poverty line. Ensuring farmers have access to financial assistance while they work on building licit agriculture production, and that adequate infrastructure is available to process crop production is essential to moving farmers away from coca production.

The third strategic action is to implement new **LAND TITLING**. A lack of adequate land formalization and conflict resolution mechanism to resolve property rights have hindered rural economic development. This worsened during the more than 50-year conflict as massive displacement over 8 million Colombians took place. The perpetuation of informal land rights also inhibits economic growth, encourages illicit economies and activities, and facilitates illegal land appropriation.



## **Alternative Crop Production**

Coinciding with voluntary eradication efforts, USDA will advise the Colombian government's identification of crops that complement the current short-to-long cycle crop development, allowing rural farmers to have opportunities for near-term income generation while working on longer-term and higher yield crops such as cacao and coffee. USAID will help develop new businesses by providing capacity building support to associations and other local organizations so that alternative crops can meet the quality and quantity expected by market requirements.

### ***Efforts will focus on:***

- Building on USAID support for agriculture value chains, payment for environmental services, and entrepreneurship.
- Scaling and replicating USAID/USDA's successful Cacao for Peace project which has increased cacao production 300% among targeted producers.
- Supporting producer associations by helping them identify markets and negotiate with large buyers.
- Utilizing USAID's private sector landscape analysis to help expand engagement with the private sector, providing new opportunities for investment in rural areas.

### ***Estimated investment:***

- US\$ 430 million

### ***USCGI goal:***

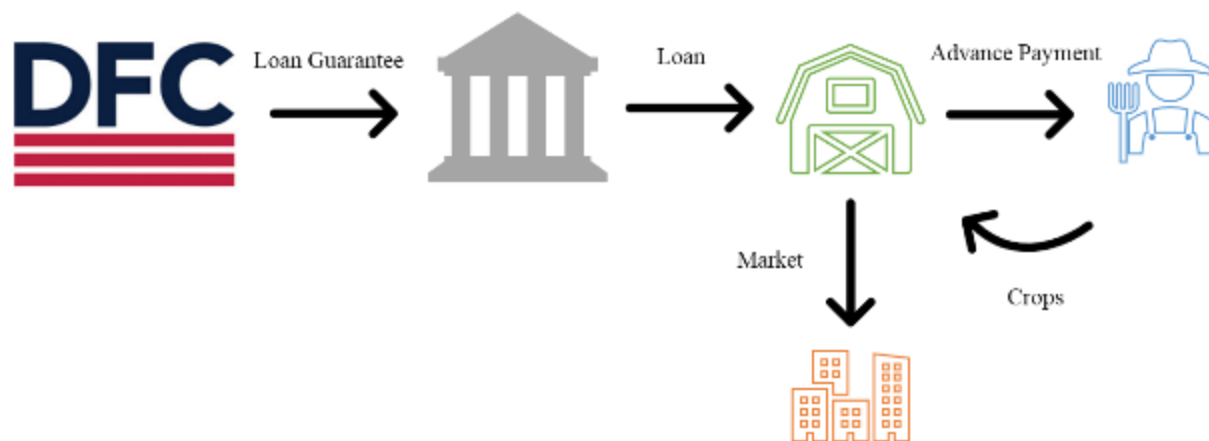
- 248,520 families will have productive alternatives in the 120 municipalities most affected by violence and poverty



## Advanced Payments & Productive Infrastructure

A major element of this initiative is transitioning 248,000 rural farmers from illicit coca production to licit activities. While coca plants are being eradicated and licit crops are beginning to produce, farmers need a source of revenue to sustain them. DFC will establish a carefully structured mechanism to provide advance payments to rural farmers who move away from coca production and into licit agriculture, with strong oversight elements to avoid the perverse incentives that in the past have led to more rather than less coca in Colombia. This will be a public private partnership between DFC, Bancoldex (a Colombian development finance institution), private sector lenders, and large producer associations that are well equipped to provide services and benefits to these smallholder farmers. The loans will also support agriculture infrastructure in the rural communities to ensure crops are able to be harvested and processed for sale.

### GENERAL TRANSACTION PROCESS



#### *Efforts will focus on:*

- DFC providing a loan guarantee to Bancoldex who will partner with private sector lenders to make an initial US\$ 350 million, scalable up to US\$ 1 billion, in financing available to roughly 30 commercial agriculture purchasers.
- Conditioning the financing so that the off takers build necessary agriculture collection centers, purchase the agriculture productions from the rural farmers, and provide scheduled advanced payments to the farmers as they ramp up their licit operations.
- Finding alternative productive projects for families that live on protected lands that cannot be used for agriculture, such as supporting conservation efforts.

#### *Estimated investment:*

- US\$ 1 billion (combination of DFC, GOC, and Private Sector)

#### *USCGI goal:*

- 248,520 families will have productive alternatives in the 120 municipalities most affected by violence and poverty

## Land Titling

USAID has already invested \$180 million over 10 years to support land titling in Colombia, of which \$80.7 million is currently contributing to expand activities. To date, USAID has helped 5,249 households achieve land titles, reduced the length of time it takes to title land by 30%, and reduced the cost to update the municipal cadaster and formalize land at scale by 60%. Additionally, USAID supported the Colombian government identificaiton of 29,656 land plots across 29 departments—totaling 1.2 million hectares—that could potentially feed the peace accord land bank.

*Efforts will focus on:*

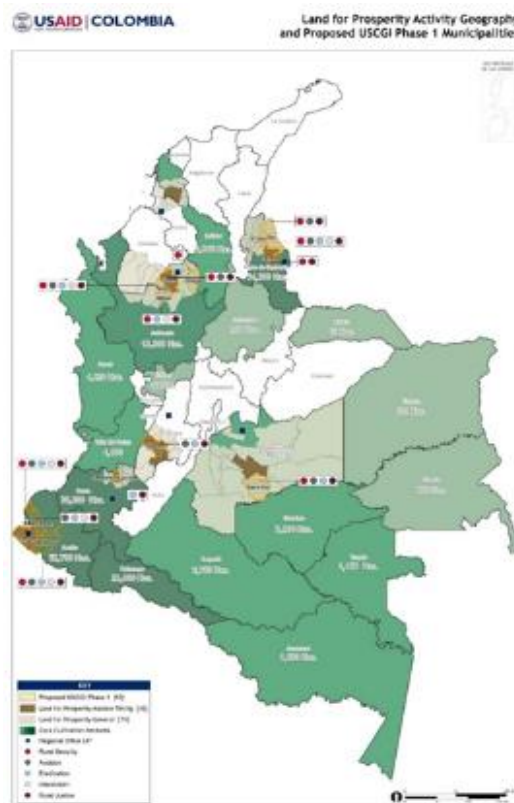
- **Building on USAID's Land for Prosperity project that seeks to support land policies in over 70 Colombian municipalities and test comprehensive cadaster and land titling in 10 of these over the next four years.**
- **Strengthening the Colombian National Land Agency and building local capacity at the municipal level.**

**Estimated investment:**

- **US\$ 250 million**

**USCGI goal:**

- **72,581 families will obtain land ownership while leaving behind illegal activities**





## PILLAR TWO

# Transportation Infrastructure





**Investments in transport infrastructure across Colombia at the national and municipal level will facilitate access to markets, increase state presence, improve policing, and allow access to services.**

Colombia lacks an adequate road and riverine infrastructure at the interstate and intrastate level. As a result of a lack of private sector investment and local government capacity to finance construction, most of the country lacks access to main roadways or tertiary roads that leaves the country disconnected and increases transportation costs for producers and other stakeholders. In addition, where rivers provide the main transport options, investment in ports and navigation improvement pays significant dividends.

The primary strategic action to focus on and support is **TERTIARY ROAD DEVELOPMENT**. Road infrastructure is key to connecting communities and connecting products to markets. Any road projects must consider security as a critical component. Working with the Colombian government, municipal governments, and local development banks, we work across the 120 PDET municipalities across 14 regions to build or improve the 9,182 miles (14,691 kilometers) of tertiary roads.

**TERTIARY ROAD IDENTIFICATION**

	No. Obra	PDET Subregions	(KM)	Investment USD.
	1	Alto Patía	2652	\$ 208,920,558
	2	Arauca	182	\$ 14,339,394
	3	Bajo Cauca	1219	\$ 96,042,424
	4	Cataumbo	1188	\$ 30,199,394
	5	Choco	383	\$ 187,838,182
	6	Cuenca Gaglian	2384	\$ 193,582,291
	7	Frontera Nariñense	517	\$ 62,006,061
	8	Macarena - Guaviare	2457	\$ 5,200,000
	9	Pacífico Medio	119	\$ 40,759,885
	10	Putumayo	788	\$ 18,808,242
	11	Sierra Nevada	66	\$ 93,600,000
	12	Sur Bolívar	966	\$ 69,200,000
	13	Sur Córdoba	754	\$ 59,391,091
	14	Uraba	830	\$ 65,393,939
	TOTAL (Km)		14.505	\$ 1,145,281,481



## **TERTIARY ROAD DEVELOPMENT and RIVERINE TRANSPORT**

Since 2015, USAID programs have improved over 3,000 kilometers of tertiary roads in the most remote and insecure areas, benefitting over 220,000 vulnerable Colombians. USAID's Producers to Market Alliance (PMA) and Community Development and Licit Opportunities (CDLO), in conjunction with local authorities, and the private sector have helped to improve local incomes in Caceres through strategic investments in road rehabilitation.

USAID programming can support economic impact analysis and technical studies of roads needed to unlock DFC or Colombian government investment in road construction. Under PMA, for example, over 80 kilometers of tertiary roads were improved and are maintained by community-based organizations to improve access to markets. In addition, CDLO supported specific road improvements to ease transit along 18 kilometers of the rural roadway with US\$ 184,450, matching funds from the mayor's office and the Community Action Boards (JACs) of US\$ 675,000. This type of intervention is improving access to the agricultural product markets in the area, by reducing travel times and transportation costs, while improving territorial competitiveness.

DFC will establish a carefully structured mechanism through a Colombian development bank to ensure access to capital for tertiary road construction in critical municipalities to guarantee

connectivity among productive projects, regional roads and collection centers, and optimizing legal commercialization routes.

Additionally, in Tumaco and other municipalities with limited road infrastructure, investment in riverine ports and navigation improvements allows market access and facilitates government presence.

*Efforts will focus on:*

- DFC providing a loan guarantee to Findeter who will work with local governments in Colombia to make an initial US\$ 100 million, scalable up to US\$ 1.1 billion, in financing available to construct and improve tertiary roads.
- Helping Colombian municipalities access central government “royalty” funds generated by natural resource investments to be invested in tertiary roads.
- Building on existing USAID programming to support improved market access including rehabilitation of tertiary roads.
- The Colombian Government engaging actively with local communities to ensure community buy-in and approval for these projects.
- The Colombian Government identifying riverine corridors for investment in ports and navigation improvements.

*Estimated investment:*

- US\$ 1.1 billion (combination of DFC, GOC, and Private Sector)

*USCGI goal:*

- Construction of 9,182 miles (14,691 kilometers) of tertiary roads and improvements to critical riverine corridors



PILLAR THREE  
**Rural Security & Law Enforcement**





**For successful illicit crop substitution (voluntary and non-voluntary eradication) and infrastructure build out, the disruption of the cocaine illicit economy through multidimensional security needs to be assured.**

Colombia faces security threats from the presence of transnational criminal organizations, FARC dissidents, and the National Liberation Army. Colombia's rural communities have long suffered from the internal conflict and ongoing narco-trafficking, and COVID-19 is exacerbating all of the pre-existing economic and social vulnerabilities. As a result, any development and investment in rural Colombia must be complemented by comprehensive security efforts. Sustained efforts by police, military, and civilian eradicators under President Duque's leadership have slowed the 2012-2017 coca boom, but additional resources are needed to sustainably reduce coca cultivation and cocaine production.

Additionally, continued demining efforts are a non-negotiable precondition for land titling and crop substitution but the volatile security situation often interrupts ongoing demining programs and renders other prioritized locations inaccessible. All the while, transnational criminal organizations continue to threaten government and other efforts to expand development and abate coca production.

The primary strategic action is the development and execution of a **MULTIDIMENSIONAL SECURITY PLAN** to complement civilian development efforts. Increased, permanent state presence and policing is necessary to create the conditions for licit economic opportunity and prevent coca replanting. Security is a cross-cutting component of the entire plan, as there are many security threats, including the presence of criminal organizations and a whole criminal ecosystem, related to other economies such as illegal mining and logging. Operational demining will also help advance infrastructure build out and an increased state presence.







## **MULTIDIMENSIONAL SECURITY PLAN**

USAID will enhance social cohesion allowing communities to work together to mitigate or prevent violent and criminal behavior by supporting local civil society actors to engage communities on key issues related to crime and violence prevention and build trust between citizens and police. USAID will also provide youth economic empowerment programs to access licit economic opportunities and youth-oriented services to mitigate recruitment into illegal armed groups.

State/INL will continue to work with the Colombian National Police, the Attorney General's Office, and local leaders to strengthen citizen security by providing greater access to justice in rural Colombia. State/INL and the Department of Defense will continue to coordinate with Colombian security forces to intensify intelligence, fight criminal organizations, and improve the interdiction of cocaine and other forms of illicit trade that will disrupt the entire value chain.

### **Non-Voluntary Eradication:**

In addition to voluntary eradication efforts under Pillar 1, there will remain a need for non-voluntary eradication of coca crop in certain areas, which will be accomplished across four different lines of effort with conditions on the ground determine which method to use: 1) manual eradication by civilians with the support of the government; 2) manual eradication carried out by the government; 3) eradication through land spraying; and 4) eradication through aerial spraying.

*Efforts will focus on:*

- Security permitting, focusing, and continue demining efforts in the 86 areas prioritized for land titling, stabilization, and crop substitution programs.
- Creating a consolidated counternarcotic command within the Colombian military and increasing the number of platoons focused on eradication.
- Intensifying the operational efforts in maritime, river, land, and air interdiction to limit the exit of drugs to internal and external markets, the chemical substances used for extraction processes, and new drug trafficking routes.
- Protecting people and the environment, which are in a high degree of vulnerability due to the production, trafficking, and consumption of drugs.
- Expanding police presence throughout the territory to protect USCGI development projects and strengthen rural security.

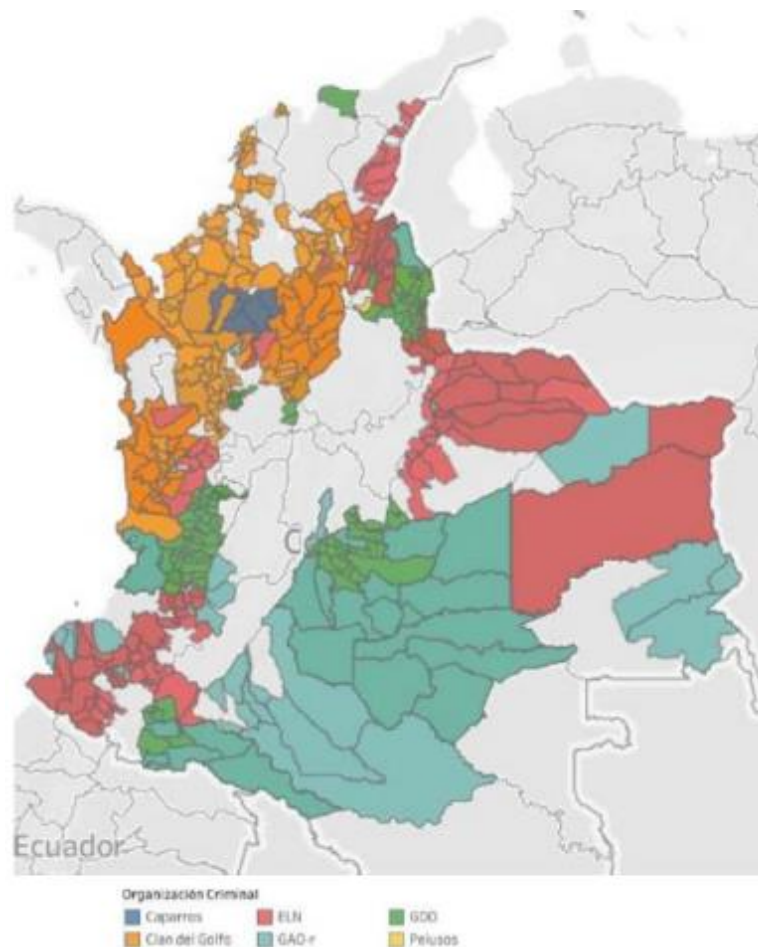
*Estimated investment:*

- US\$ 14 billion

*USCGI goal:*

- Full demining in 86 prioritized municipalities and expanded state presence to allow for full implementation of the USCGI

**PRESENCE OF CRIMINAL ORGANIZATIONS IN COLOMBIA**



## PILLAR FOUR Rule of Law



**Rural development is only sustainable if state presence extends to coca growing regions and rule of law is in place, including the ability to prosecute members of transnational criminal organizations whose activities are devastating to the citizens of both Colombia and the United States.**

**T**he evolution of trade relationships and the subsequent capital flow have generated new and significant challenges for governments in terms of countering organized crime and illicit financial flows. According to the UN Office of Drug Control (UNODC), organized crime and the global economy are inextricably linked through the illicit trade of legal products or the use of established banking, trade, and communications networks that are moving a growing amount of illicit goods.

One of the challenges is the need to enhance investigative activities in a scenario where tax and fraud evasion schemes are extremely sophisticated. Simultaneously, the progressive creation of international mechanisms dedicated to orient, conceal, and increase the value of illegal financial flow is closely linked to the legal economy. Lack of access to fair and high-quality justice, low citizen confidence in the justice sector, and increased attacks on human rights defenders and social leaders who advocate for inclusive, licit economic development pave the way for illicit activities and the influence of illegal armed groups.

Additionally, it is no coincidence that social leaders are most vulnerable in areas with high concentration of coca cultivation and narco-trafficking as they are often at the forefront of opposing such criminal activities.

The U.S. government is committed to improving Colombia's security landscape and working with both social leaders and the government to ensure we are addressing problems effectively. The primary strategic action is the substantial **INCREASE IN STATE PRESENCE** in rural Colombia. The United States strongly supports Colombia's comprehensive, whole-of-government strategy to address coca eradication, which focuses on dismantling criminal organizations, reducing drug supply and demand, combating money laundering, and increasing state presence and economic opportunity in poor rural areas where narcotics trafficking thrives. Further, investing in the protection of civil society leaders under threat supports the ultimate goal of expanding the presence of government institutions into rural areas where social leaders are most at risk.







## **INCREASE STATE PRESENCE**

USAID already works with the police to deploy social leader self-protection methodologies and plans to build community-police trust at the local level, trust that eroded profoundly after decades of internal conflict. These efforts complement State/INL's broader efforts on police professionalization, community policing, and expanding the reach of law enforcement and the ordinary justice system. USAID will build on its programs to strengthen judicial response to crimes, promotion of peaceful co-existence in conflict-affected communities, and strengthening the ability of local justice committees to address the root causes of violence in target communities. U.S. government funding supports such longer term efforts through programming focused on community policing, police professionalization, and reducing the trust gap between police and communities victimized by decades of internal conflict. Continued U.S. investment and capacity building will help Colombia transition from necessary temporary fixes to longer term solutions that will sustain peace implementation.

Since 2017, State/INL funding has supported the Attorney General establish eight new mobile task forces or Special Investigation Units (SIU) with regional jurisdiction over the areas of highest incidence of social leader homicides. The task forces enable investigators and prosecutors to quickly mobilize to investigate these crimes – a feat previously impossible because neither security forces nor the justice sector have a permanent presence in the isolated and highly insecure areas



where social leaders are most often under threat. The SIUs are led by prosecutors, but they integrate police investigators and analysts, and are escorted by the military for security. Additionally, State/INL will continue to work with Colombian prosecutors to file charges and win guilty convictions in the highest value drug trafficking and transnational organized crime cases. State/INL provides training and mentoring prosecutors with the greatest impact on U.S. national security. By implementing U.S. Department of Justice (DOJ) best practices, Colombian prosecutors negotiate more guilty pleas, cut case time, reduce appeals and deal harder blows to criminal financing and organizational structures.

***Efforts will focus on:***

- **Strengthening the criminal investigation capacities in to comprehensively affect the criminal chain, finances and related crimes.**
- **Disrupting the financial flows of criminal organizations and facilitating networks.**
- **Creating a Center Against the Finances of Criminal Organizations.**
- **Strengthening local justice and institutional presence in territories.**
- **Enhancing analytical, preventive, and proactive capacities in the territory to understand criminal economic gains and local dynamics and a strong national strategy for a comprehensive and holistic response.**

***Estimated investment:***

- **US\$ 605 million**

***USCGI goal:***

- **Substantial crackdown on cocaine distribution network and expanded state presence to allow for full implementation of the USCGI**



PILLAR FIVE  
**Strategic Communications**



**It is critical to amplify the message across key sectors in Colombia that there is a bilateral commitment to bring lasting development to rural areas.**

**R**ural communities in Colombia remain extremely skeptical of Colombian government follow-through and interest in investment. As a result, confidence-building measures will play a critical role to effectively execute this plan for rural development to take hold.

Many rural communities mistrust of the national government is based on failed promises from prior Colombian Administrations. Compounding matters is the ineffective communication by the national government regarding its commitment to development and investment in rural Colombia. Making matters even worse are transnational criminal organizations and other legitimate actors with contrary political interests who counter government efforts and seek to undermine the USCGI.

The primary strategic action is the substantial to address these issues is a plan to **AMPLIFY CRITICAL MESSAGES** in rural Colombia. This plan will mitigate Colombian opposition to counternarcotic efforts by the Colombian government in cooperation with U.S. partners, including upon the resumption of aerial eradication of coca crops by:

- Fostering greater understanding among rural, urban, and youth populations opposed to aggressive counternarcotic efforts of the true costs of coca cultivation, cocaine production, and drug trafficking to their communities: particularly lagging sustainable economic development; damage to public health and environmental degradation; and continued insecurity and violence.
- Generating awareness of Colombian and U.S. government efforts to spur rural economic development, improve public health, protect the environment, and enhance citizen security in isolated rural communities.
- Encouraging rural community leaders to join and advocate for efforts to reduce illicit activity.
- Building confidence in the possibility of future economic growth by promoting Colombian and U.S. private sector investment, job-creation and infrastructure-developing activities in USCGI focus areas.



## **AMPLIFYING CRITICAL MESSAGES**

Three main communication goals will crystalize positive outcomes of the project with the general public: 1) generate solidarity and sense of belonging for the initiative; 2) anticipate and mitigate opposition and unwarranted criticism; and 3) generate understanding that this is a Colombian plan not limited to the current government.

Key messages will focus on the negative impact that coca cultivation, cocaine production, and narcotics trafficking has had on the daily lives of generations of rural Colombians, specifically:

- **Economic development:** Illicit economic activities have sapped the potential for real economic growth, including by fostering corruption.
- **Public health:** While Colombians traditionally consider their country to be a producer of cocaine and not a consumer, recent data suggests consumption has increased and is becoming a public health crisis in many parts of the country.



- **Environment:** The cultivation of coca and production of cocaine cause environmental degradation and deforestation throughout the rural parts of Colombia, including in National Parks and conservation areas.
- **Security:** Continued violence in rural Colombia – including violence against social and community leaders – is a direct result of the continued dominance of drug traffickers in those regions and the fight to fill the vacuum left by the FARC. Successful peace implementation requires community-level commitment to eliminating narco-trafficking and narco-terrorism as threats to safety of Colombian families and the nation.
- **Livelihood:** The U.S.-Colombia partnership will help improve the lives of Colombians, particularly in rural areas, by encouraging licit economic and infrastructure improvements, enhancing rural communities’ access to markets, unlocking economic potential by supporting the Government of Colombia in their land titling and restitution efforts, and making critical government services accessible to all Colombians.

## Participants:

In all communications efforts, the U.S. government will partner with and support counterparts in the Colombian presidency, vice presidency, ministries, and local governments. Colombian Ministries should take responsibility for different aspects of the core messages based on their area of responsibility and expertise, and should work to identify other Colombian interlocutors to include local community leaders, non-governmental organizations, and partners implementing U.S.-funded projects to enhance the effectiveness of campaigns. (See attachment)

## Audiences:

The overall target audience is rural Colombians who are most directly harmed by coca cultivation, cocaine production, and drug trafficking. Some messages also will target broader audiences, with the goal of building broad-based support for counternarcotic efforts nationwide. Colombian Ministries responsible for specific lines of effort will identify more specific target audiences (community leaders, politicians, and local administrators) that could serve as advocates and could influence communities to transition away from illicit activities.

U.S. agencies and Embassy Bogota sections will work with the Government of Colombia to identify allies and surrogates including media, social and political leaders, and organizations that would be willing to amplify aspects of our messaging.



## Lines of Effort:

- **Content Production and Publication:** The U.S. and Colombian governments should balance earned and paid media engagement. A contract vehicle and associated funding is necessary to support the development and distribution of content that is tailored to address specific community concerns and underscore our key messages.
- **Engaging Influencers:** Journalists, social media influencers, cultural figures, social leaders, and other trusted voices will be valuable partners in explaining the importance of counternarcotic efforts and in reaching audiences that are currently skeptical of the intention or impact of official efforts.
- **Direct Technical Support to Government of Colombia Communicators:** The United States Embassy is ready to assist Colombian government interlocutors in developing communications strategies and skillsets. Direct communications support will also help the GOC better communicate how USCGI activities have benefited communities across Colombia.
- **Identifying and Empowering Local and National Surrogates:** The U.S. and Colombian governments should identify nongovernmental surrogates who would be willing to speak at the local level on these issues and work together to develop a plan to cultivate and leverage those alliances.
- **Leveraging Social Media and Contacts' Networks:** The U.S. and Colombian governments should each develop shareable content for social media and WhatsApp.

### *Efforts will focus on:*

- Creating mechanisms for national, local, and international level amplification of the message on the plan and abate criticism.
- Engaging local communities, NGOs, private sector, and other key players in rural development efforts.
- Establishing lines of effort for relevant ministries to have consolidated and coherent messages on USCGI and government engagement.

### *Estimated investment:*

- US\$ 2.1 million

### *USCGI goal:*

- Widespread support for USCGI throughout Colombia

# **IMPLEMENTATION**

Successful implementation is even more important than the plan itself. Drawing on lessons learned from decades of close coordination with the Colombian government and best practices from previous transformational U.S. international development initiatives, the USCGI will establish an organizational structure incorporating the following elements:

**USCGI Executive Committee:** A binational executive committee setting USCGI strategic direction, formulate objectives, and provide oversight. The executive committee would be composed of equivalent interagency representatives at the assistant secretary or higher level and would meet periodically to take stock of USCGI progress.

**Binational Steering Committee:** A U.S.-Colombian binational steering committee in Bogota that would be responsible for the day-to-day implementation and facilitate interagency and bilateral coordination in Colombia. Implementation of each of the five pillars would be led by the relevant U.S. agency or section head and an appropriate Colombian counterpart. Decisions at this level could include evaluating on-the-ground conditions in municipalities to determine workflow prioritization, geographic and technical sequencing, and the appropriate mix of security elements and development support at the municipality level. This committee would also evaluate progress at a more operational level rather than the strategic coordination envisioned for the executive committee. To manage the operational coordination in-country for the United States, the binational steering committee should be staffed with a permanent Project Coordinator that has corresponding duties to those of the Colombian Office of the President USCGI Project Management Office.

**Strategic Pillar Working Groups:** Flowing from the steering committee, five bilateral working groups aligned with USCGI rural development, security, infrastructure, rule of law, and communication strategic pillars would be tasked with facilitating working level coordination, project execution, and monitoring.

**Accountability Board:** A Colombia established accountability mechanism tasked with monitoring, evaluating, and auditing activities and ensuring that USCGI commitments are met.

**USCGI Advisory Board:** This board would be composed of selected prominent Colombian and U.S. business sector and civil society representatives with the ability to provide advice and unofficial guidance conducive to the successful execution of USCGI objectives.

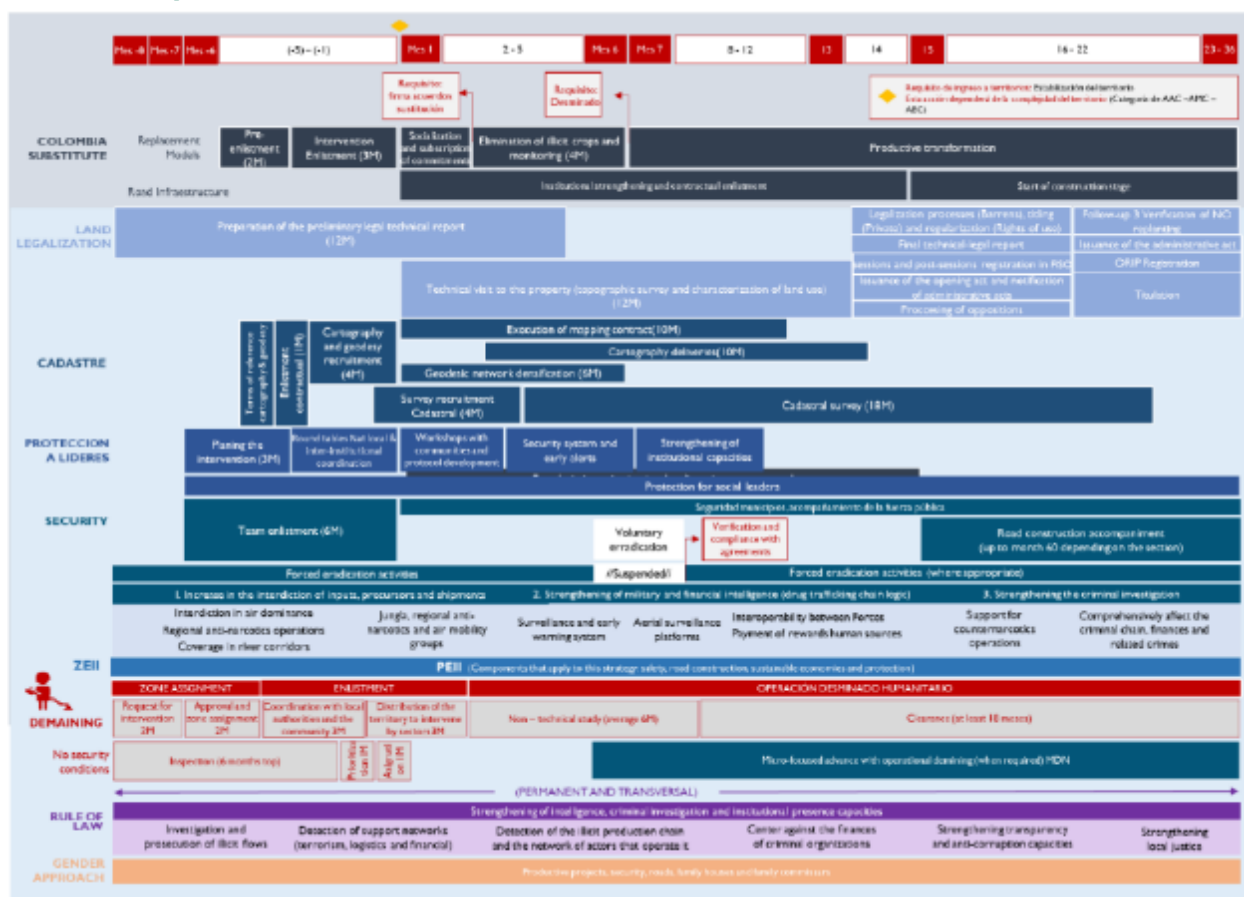


# CONCLUSION

A complex problem merits a creative and whole-of-government solution that the United States and Colombia support. The USCGI presents the first comprehensive plan that will offer an economic-based solution grounded in the goal of 21st century sustainable economic growth and investment.

Complex geographies, security environments, and social factors contribute to the continued scourge of rising coca production and cocaine exports to the United States. Building on the successes of Plan Colombia, the USCGI seeks to bring together USG resources to focus on the most complex areas in Colombia and deliver results. Those results include ecosystems of sustainable development through private sector investment. This will not be easy, but following this comprehensive strategy, the **USCGI WILL DELIVER A DRUG FREE COLOMBIA**.

## General Implementation of the Different USCGI Pillars





# APPENDIX

## Categorization of Municipalities According to Complexity

### MUNICIPAL CATEGORIZATION

No Level of complexity	Impact in # of Hectares	Safety conditions for humanitarian demining	Connectivity (proximity to ports and airports)	Accessibility (proximity to primary roads and capital municipalities)	Timeline Cadastre and land legalization	Presence of criminal organizations
1 Low complexity area	1- 2.011 hectares	1. Mine free, 2. With operations in progress and in safe conditions	Presence of ports and / or airports	With nearby primary roads and less than 3 hours from the capital municipality of the department	Jun 2020 – Jul 2021	With presence without affecting safety
2.a Medium low complexity area	2.011 – 4.010 hectares	3. with ongoing operations suspended for security reasons. 4. To prioritize with security conditions). Agreement with defense is needed for the type of intervention	Ports and / or airports in nearby municipalities	No nearby primary roads and less than 3 hours from the capital city of the department	Aug. 2021 – Jun 2022	With presence and low impact on safety
2. Medium high b complexity area			No presence of ports and / or airports	No nearby primary roads and less than 3 hours from the capital city of the department		With presence and medium high impact on safety
3 High complexity area	4.011 - 20.000 hectares	5. An agreement is needed with the defense for the type of intervention - micro-targeting and military demining and coordination of strategies with the OACP	No presence of ports and / or airports	No nearby primary roads and more than 3 hours from the capital municipality of the department	Jun 2022 – Jul 2023	With presence and high impact on security

## Variable of Municipal Complexity

### VARIABLES USED

Safety conditions for humanitarian  
demining \*



Presence of criminal  
organizations



Accessibility (proximity  
to primary roads and  
capital municipalities)



Impact in # of Hectares



Connectivity  
(proximity to ports and  
airports)



Cadastre and land  
legalization timeline



These variables were applied to these actions (Pillars 1 & 2)

+

+

+

+

\* Advancing in military demining where feasible.

## Phase One Municipalities



## **ENDNOTES**

- (1) UNODC, “Colombia: Monitoreo de territorios afectados por cultivos ilicitos 2019,” July 2020, p. 53, [https://www.unodc.org/documents/crop-monitoring/Colombia/Colombia\\_Monitoreo\\_Cultivos\\_Ilicitos\\_2019.pdf](https://www.unodc.org/documents/crop-monitoring/Colombia/Colombia_Monitoreo_Cultivos_Ilicitos_2019.pdf).
- (2) ONDCP Colombia coca cultivation and cocaine production estimates, March 5, 2020, <https://www.whitehouse.gov/briefings-statements/united-states-colombian-officials-set-bilateral-agenda-reduce-cocaine-supply/>.
- (3) ONDCP, “National Drug Control Strategy,” A Report by the Office of National Drug Control Policy, February 2020, p. 2, <https://www.whitehouse.gov/wp-content/uploads/2020/02/2020-NDCS.pdf>.



This page was intentionally left blank.



